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# **JOBS *W*ITHOUT **P**EOPLE**

*The Coming Crisis for Missouri's Workforce*



*Final Report*  
*Governor's Advisory Council on Literacy*  
*October 1989*

*Roy Blunt, Chairman*  
*Missouri Secretary of State*

*Robert Bartman, Vice-Chairman*  
*Missouri Commissioner of Education*

## Southwestern Bell Telephone Company

The Council salutes Southwestern Bell and its employees for their leadership on the literacy issue. We acknowledge the foundation's generous gift to underwrite this report. Following is a brief description of Southwestern Bell's commitment to literacy in Missouri.

Nearly three years ago Southwestern Bell Telephone Company decided to place literacy right at the top of its agenda.

The company launched a far-reaching initiative to invest in programs aimed at reducing illiteracy and spearheaded a statewide campaign to call attention to the issue.

In addition, the telecommunications firm actively recruited volunteer tutors from its 8,100 employees in Missouri to teach others to read.

One of its first steps was to announce a \$250,000 grant from the Southwestern Bell Foundation to provide seed money for a new statewide organization called, Literacy Investment For Tomorrow (LIFT).

On the heels of that announcement, the company produced and paid for advertising to urge citizens and corporations to join in the battle against illiteracy.

Advertisements appeared in newspapers and on radio throughout Missouri. The company also carried the message to its 1.9 million customers through bill inserts and on the back of directory covers.

At the grassroots level, the company has forged partnerships with schools, colleges, literacy groups and others to develop local solutions to stem the tide of illiteracy.

At the urging of the company's Missouri Division president Randy Barron, employees have often led the way in organizing and championing these literacy efforts in communities throughout the state.

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# ***JOBS WITHOUT PEOPLE***

## ***The Coming Crisis for Missouri's Workforce***

### ***Executive Summary***

#### ***Final Report Governor's Advisory Council on Literacy October 1989***

***John Ashcroft***  
*Missouri Governor*

***Roy Blunt, Chairman***  
*Missouri Secretary of State*

***Robert Bartman, Vice-Chairman***  
*Missouri Commissioner of Education*

## Literacy Investment for Tomorrow Missouri (LIFT-MO)

Literacy Investment For Tomorrow Missouri (LIFT-Missouri) was created to be a force for change! Evolving in 1988 from The Governor's Advisory Council on Literacy, LIFT-Missouri is a private, not-for-profit organization formed to help increase the literacy level of the current and future Missouri workforce.

LIFT-Missouri has three goals:

- Linking existing resources for literacy and creating a statewide clearinghouse.
- Increasing public awareness of literacy and its effect on the economy and the quality of life in Missouri.
- Providing technical assistance and funding to exemplary and innovative local literacy programs.

The clearinghouse for literacy information and research will gather and disseminate information on literacy from both Missouri and national sources. It will develop and maintain data on the impact of illiteracy on the state's economy, businesses and government. Local and statewide awareness activities designed to attract the attention of potential students and tutors will guide them toward appropriate local literacy programs. LIFT-Missouri will make a strong effort to encourage new and innovative approaches to literacy skills training and foster research projects designed to improve the quality of training available to both students and tutors in the adult Missouri literacy movement. LIFT-Missouri will enhance exemplary local programs by providing financial support, helping recruit volunteers and encouraging citizen involvement in promoting literacy efforts.

Meeting the goals of LIFT-Missouri must involve professional and volunteer participation and must have the support of civic and business leadership across the state. The success of LIFT-Missouri will be measured by the impact it has on increasing the number of Missourians who have the basic skills required to function successfully in the workplace and the community.

Diana Schmidt, Executive Director  
LIFT-MO  
300 S. Broadway  
St. Louis, Missouri 63102  
800-729-4443

## THE COUNCIL AND COUNCIL MEMBERS

The Governor's Advisory Council on Literacy is a direct result of a recommendation by The Missouri Opportunity 2000 Commission.

The 2000 Commission, co-chaired by Secretary of State Roy Blunt and the former Mayor of St. Louis, John Poelker, was charged with studying the future economic development and employment opportunities that would exist for Missourians between the end of the eighties and the year 2000. To that end, the Commission made 55 recommendations; recommendation number 22 proposed that Missouri make a "massive statewide effort to eliminate illiteracy."

Following the 2000 Commission's recommendation, Governor John Ashcroft established The Governor's Advisory Council on Literacy in early 1988. He asked Secretary of State Roy Blunt to chair the Council. Missouri Commissioner of Education, Robert Bartman, was asked to serve as the vice-chairman. The council is comprised of 52 volunteer members from business, labor, education, government, agriculture, foundations, and the media.

The council was given a two year time period to evaluate the effectiveness of current literacy efforts within the state, identify gaps in service and recommend corrective action. The council divided into five committees: Literacy Assessment and Evaluation; Literacy for School-Aged Missourians; Literacy Enhancement for Missouri's Workers; Literacy Skills for At-Risk Missourians; and Support and Reinforcement for Literacy Skills.

During the summer of 1988, five public hearings were held around the state. The committees also held several working sessions, commissioned reports, conducted surveys, and gathered research materials. Then each committee produced a report. These five reports formed a draft of an interim report. The council's executive committee (the council's chair and vice chair and the chairs and vice-chairs of each committee) reviewed the draft which resulted in the publication of the Interim Report in April of 1989.

During the summer of 1989, five more public hearings were held to allow Missourians to comment on the Interim Report. The council wanted its work to be inclusive so that every individual and group which had a stake in Missouri's illiteracy problem had the opportunity to have input. With both rounds of hearings, the council heard from over 400 individuals; almost 400 more attended the meetings as interested listeners. Additionally, many people and organizations responded to the council's work through the mail and over the telephone.

Based on the responses from the Interim Report, a draft of the final report was produced. On September 6, 1989, the full council met to review that draft. The council made a few changes and then approved the publication of this document, The Final Report of the Governor's Advisory Council on Literacy.

Secretary of State Blunt and Commissioner of Education Bartman are grateful to the Council members for volunteering their time, expertise, and resources.

## **COUNCIL MEMBERS**

**Bruce Anderson** serves as the Vice-President of The Danforth Foundation in St. Louis. He is a board member of Literacy Investment for Tomorrow-Missouri (LIFT-MO).

**Jerald Andrews** is Senior-Vice President for University Advancement, Southwest Baptist University in Bolivar. He is also President of Region 10, the Missouri School Board Association.

**Dr. Robert Bartman** became Missouri's Commissioner of Education in 1987. Bartman directs the Department of Elementary and Secondary Education. He is a board member of LIFT-MO.

**Robert Bell** is President and Chief Executive Office of Robert E. Bell and Associates. He is Chairman of the St. Louis City Private Industry council and a board member of LIFT-MO.

**Roseann Bentley** is President of the National Association of State Boards of Education (NASBE). A Springfield resident, she is a member of the Missouri State Board of Education.

**Roy Blunt** was elected Missouri's 32nd Secretary of State in 1984 and re-elected in 1988. He served as Co-Chairman of the Missouri Opportunity 2000 Commission, member of the NASBE Task Force on Early Childhood Education, and a board member of LIFT-MO.

**Marion Cairns** is the State Representative from the 97th District. She is a member of the House Committee on Elementary and Secondary Education, and a member of the Missouri Children's Services Commission. Cairns lives in Webster Groves.

**Ray Canady** is Vice-President of Marketing for Silver Dollar City, Inc., a privately-held company with theme parks in Branson as well as Tennessee, Georgia, and Oklahoma.

**John Carlson** is the Industrial Relations Manager for Zenith Electronics in Springfield.

**Jan Cole** serves as the Assistant Principal for Willard High School. She is the former Director of the Literacy Connection in Springfield.

**Michael Crawford** is the Chancellor of St. Louis Community College. He serves as the chair of the President's Academy of the American Association of Community and Junior Colleges.

**Walter Diggs** serves as Vice-President for Civic Affairs, McDonnell Douglas Corporation. He is a board member for LIFT-MO and the St. Louis Regional Commerce and Growth Association.

**David Doctorian** is a State Senator from the 28th District. He is a member of the Senate Appropriations Committee and Senate Education Committee. Doctorian is from Macon.

**Mae Duggan** serves as the Executive Director of the Thomas J. White Educational Foundation in St. Louis. In 1984, President Reagan appointed her to the National Advisory Council on Adult Education.

**Dorothy Sanborn Elliott** is Director of the River Bluffs Regional Library in St. Joseph. She is the immediate past President of the Missouri Library Association.

**Michael Hartman** is the Director of the Missouri Division of Job Development and Training. The agency is involved with training programs designed to alleviate specific employment problems of economically disadvantaged adults and youth.

**Dr. R. Ray Henry** is the former President of Jefferson College in Hillsboro. He has been a superintendent, principal, and teacher in Missouri high schools.

**Monteria Hightower** is Missouri's State Librarian and Associate Commissioner for Libraries, Coordinating Board for Higher Education.

**Elsie Isensee Hill** is President of the Springfield Area Literacy Council. She is also on the Board of Trustees, Laubach Literacy International.

**E. Gene Howes** is Director of Adult Basic Education at the Kirksville Area Learning Center. He serves as the Secretary of the LIFT-MO Board.

**Dr. Dean Hubbard** is President of Northwest Missouri State University in Maryville.

**Jerry Hunter** has been the Director of the Missouri Department of Labor and Industrial Relations since 1986. Hunter has been nominated by President Bush to be a member of the National Labor Relations Board.

**Robert Hyland** is Senior Vice-President for CBS Radio. From St. Louis, he is founder of the Hyland Center for the treatment of alcoholism within the St. Anthony's medical complex.

**Chuck James** is manager of Minority and Urban Affairs for Kansas City Power and Light. He is Vice-President, Board of Trustees for the Metropolitan Community Colleges and a board member of LIFT-MO.

**W. Randall Jennings** is District Sales manager for Apple Computer, Inc., in St. Louis. He is a board member of LIFT-MO.

**Michael Jensen** is Editor of *The Sikeston Democrat Advertiser*. He has served as the President of the Southeast Missouri Press Association.

**Robert Kelley** is the President of the St. Louis Labor Council, a position he has held since 1978. He is an Executive Board member of the Missouri State Labor Council.

**Sandra Kauffman** is a State Representative for the 46th District. She is a member, Appropriations Committee for Education and Transportation and the Higher Education Committee. Kauffman is from Kansas City.

**John Kuttler** is a farmer from Trenton. He is Chairman of the Private Industry Council of Service Delivery Area One.

**Tom Lasley** serves as Director, Marketing Services for *The Springfield News Leader*. He is active in the Springfield Area Chamber of Commerce.

**Elvin Long** is Director of Adult Education, Department of Elementary and Secondary Education. He is a former superintendent and teacher of Missouri schools.

**David McMahon** is an attorney with the Missouri Bar Association. From St. Louis, he serves as a board member for LIFT-MO.

**Daniel "Duke" McVey** is President of the Missouri State Labor Council, AFL-CIO. He serves on the Missouri Distressed Industry Task Force and Jobs for Missouri Graduates.

**William Mann** serves as Chancellor, Metropolitan Community Colleges in Kansas City. He was appointed by the Governor to serve on the Job Training and Coordinating Council for Missouri.

**Alton Manning** is the University Ombudsman, Southwest Missouri State University. He is the former director of Pupil and Community Services for the Springfield Public School System.

**Marguerite Martinez** is the coordinator of Bilingual Services for the Kansas City School District. She is on the Task Force 500, which is set up to help increase minority enrollment at Penn Valley Community College.

**Dick Moore** became the Director of Corrections and Human Resources for the State of Missouri in 1986. Prior to that, he was Chairman of the Missouri Board of Probation and Parole.

**Annette Morgan** is the State Representative for the 41st District. She is Chairman, Committee on Elementary and Secondary Education and Co-Chairman, House-Senate Joint Committee on Education. She lives in Kansas City.

**Howard Parker** is the Director of Adult Basic Education in Sikeston. He has taught school in Puerto Rico and is a member of Laubach Literacy International.

**William Pedace** is the Corporate Director of Community Relations, General Dynamics Corporation in St. Louis. He is a board member of LIFT-MO.

**Barbara Potts** is the Mayor of Independence. She is Chair, Missouri Commission on Intergovernmental Cooperation.

**Dr. Michael Reagen** is the former Director of the Missouri Department of Social Services. He moved to Iowa during the first half of 1989.

**Christine Reilly** serves as the Executive Director, Missouri Humanities Council. She lives in St. Louis.

**Drew Roy** is Assistant Vice-President-Public Relations for Southwestern Bell Telephone Company. From St. Louis, he is President of LIFT-MO.

**Amy Rome** is Executive Director for the Metropolitan Association for Philanthropy, St. Louis.

**Diana Schmidt** serves as the Executive Director of LIFT-MO. From St. Louis, she is the former Project Director, The Missouri Coalition for Adult Literacy.

**Jewell Smith** retired in 1989 as Director of Libraries for Greene County in Springfield. She has been a leader among librarians in literacy.

**Linda Stephens** is the Director of Adult Basic Education for Atchison, Gentry, Holt, Nodaway, North Andrew, and Worth Counties.

**Dr. Linda Talbott** is President, The Clearinghouse for Midcontinent Foundations in Kansas City.

**Avis Tucker** is the publisher of *The Warrensburg Daily Star Journal*. She is a member, the Missouri Coordinating Board for Higher Education.

**Terrance Ward** is President of the H & R Block Foundation in Kansas City. He has served as the Chairman for the local Literacy Task Force.

**Gerald Wichman** is the IBM Education Advisor in Kansas City. He is a Board Member, LIFT-MO.

## **STAFF MEMBERS**

**Ben Sells**, Executive Director

**H. Floyd Gilzow**, Senior Advisor

**Mark Vogel**, Assistant Director

**Craig Thompson**, Editor

## **GOVERNOR'S ADVISORY COUNCIL ON LITERACY**

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## ACKNOWLEDGMENTS

### University of Missouri

The Council thanks University of Missouri's President C. Peter Magrath for his support of the council's activities.

President Magrath funded two graduate students, Mark Vogel and Craig Thompson, to carry out much of the research, writing, and day-to-day activities of the council. President Magrath also supplied office space and office support, computer equipment, and expenses for travel. Several faculty and staff from the four campuses also prepared research materials and testimony; the Council appreciates the support of Missouri's land grant university.

### H. Floyd Gilzow, Jr.

The Council salutes Floyd Gilzow for his leadership. He was the leader for Missouri's Academy Team to the Council of State Policy and Planning Agencies. During the Council's first year, Floyd served as the Executive Director and helped author the Interim Report. While his full-time job is to serve as the Executive Deputy Secretary of State, Floyd's knowledge and insight into Missouri's illiteracy problem has been especially helpful.

### Mark Vogel and Craig Thompson

The Council is grateful to Mark Vogel and Craig Thompson for their hard work and excellent service. They gathered the research materials, planned public hearings, communicated with a variety of groups and individuals who have a stake in Missouri's illiteracy problem, and wrote most of the text of the Final Report.

### Scott Schlotz

Finally, the Council appreciates the efforts of Scott Schlotz, Director of Data Processing for the Secretary of State's office. Using desk-top publishing computer equipment, Scott converted the entire text of the Final Report to camera-ready form to take to the printer. His work saved the Council money, enabling more copies of the Final Report to be printed and distributed.

## GOVERNOR'S ADVISORY COUNCIL ON LITERACY

**Literacy resists definition.** In the horse and buggy economy of 1889, literacy meant the ability to sign one's name. In the machine economy of 1939, literacy meant completing what's equivalent to today's second grade. Thus, most people connect literacy with reading and writing; however, in the 1989 economy and the economy of the 21st century that definition is inadequate because the majority of people make a living with their minds and not their hands.

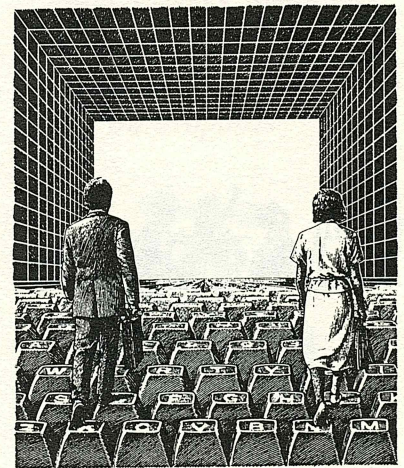
**Literacy entails basic skills** (reading, writing, and counting); **life skills** (understanding signs, labels, instructions, and directions); and **job skills** (critical thinking, decision making, adapting to change). Skills that are currently associated with the 8th grade level now serve as the bare minimum for entry level jobs; however, between now and the year 2000, a majority of all new jobs will require some post-secondary education.

**Literacy is a receding horizon.** The skills needed to enter the workforce continually increase; the skills necessary to be in the workforce today will be inadequate for tomorrow's workplace. Until now, Missouri has successfully matched people with jobs, but the indicators point to a future of jobs without people.

**Missouri is in the middle of a national problem.** Functional illiteracy is a problem which affects the entire country. By almost every statistic used to rate states by literacy, Missouri ranks in the middle of our nation or about average. Average isn't bad, but it's not good enough. We are on a slippery slope—without action the possibility of heading downhill is likely and the opportunity to make our state more productive in the coming decades demands immediate steps. We must not slip, and we must take steps to improve.

**This crisis already casts its shadow over Missouri.** A recent study by the St. Louis Confluence organization shows that the city's economic vitality is threatened by a shrinking pool of job applicants, many ill prepared for increasingly complicated jobs. Demographics are causing the total number of job seekers to decline. The number of qualified job seekers is shrinking because their skills are not equal to the jobs. The report warns that if industry executives cannot find the workers needed, they may move the jobs to regions that have a skilled labor force. The problem of illiteracy means employers can't find employees. The lack of skilled workers has a direct bearing to our ability to compete.

*"Literacy is a receding horizon"*



**No Missourian is insulated from this skills deficit.** Certainly the 11% of the adult population (approximately 365,000 people) who are functionally illiterate in Missouri are affected in many ways. There's the cost to the individual quality of life. Employed illiterate adults earn 42% less than the average high school graduate—that's just the financial cost. But all of us pay the price of illiteracy. The economic well being of each Missourian is determined by everyone else's economic well being.

**Creating new jobs is not enough.** We want to be sure that we're not only working to have jobs but that we're also dedicated to having people who can do those jobs. Our focus must be twofold: preparing the future workforce and reshaping the current workforce.

**The Governor's Advisory Council on Literacy proposes three major Recommendations supported by 30 specific Action Plans.** The Recommendations are in three major areas: The Early Years, The School Years, and the Adult Years. These recommendations are designed to help Missouri meet the challenges of the 1990's and into the 21st Century. Following the text of the Executive Summary, the Recommendations and Action Plans are restated.

*"The Early Years: Giving Our Children a Running Start"*



**THE EARLY YEARS: Giving Our Children a Running Start.**

**Missouri should guarantee the opportunity for all of our children to be prepared for their school years.**

**A child's educational future can be influenced before birth.** The battle to fight illiteracy must start at the beginning to insure that babies are not handicapped by preventable health problems. Prenatal care is an essential investment for the future workforce: prenatal care costs as little as \$600 per person, but intensive care for a premature infant can easily cost \$1,000 a day. Failure to focus on prenatal care will trip children up long before their school years.

**Education begins at birth.** We concur with columnist William Raspberry when he writes that "Home is a child's first school, the parent is the child's first teacher, and reading is the child's first subject." Unless parents are involved with their children from day one, children will stumble and fall behind their peers when its time to start their school years.

**The early years are the single most critical period in a young person's life for affecting educational success.** We no longer compete with people in another state or states, we compete with people around

the world. And we're playing catch-up. The state of Missouri must bolster existing resources and programs on the young years; Missouri parents of young children must help give their children a running start for their school years.

## **THE SCHOOL YEARS: Preparing Our Students for the 21st Century**

**Missouri should focus on keeping our students in school and ensuring that their education prepares them for their adults years.**

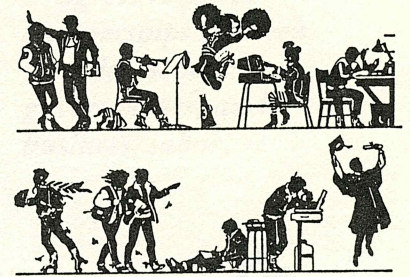
**We need a generation of demanding parents.** Education is too important to be left to educators and politicians. Too often, parents take their children to the first day of school and never return. Parents must turn off the television and turn on to their child's homework. Parents need to spend time at their child's school for many reasons, not just for athletic events. It's no accident that there's a strong correlation between home environment and academic achievement. The family who fails to be involved in their child's education risks seeing that child unprepared for the next century.

**We must turn off the spigot on dropouts.** One of every four high-school students in Missouri never graduates; the most likely destination for dropouts is poverty or prison. The lack of parental involvement is compounded by the fact that schools are doing too little to stem the dropout rate. Students can't be allowed to forfeit their future by dropping out and society can't afford to have 25% of its entry level workforce unprepared to be in today's workplace. Missouri must plan now to reduce the dropout rate to less than a trickle if we want to insure a future of opportunity in the next century.

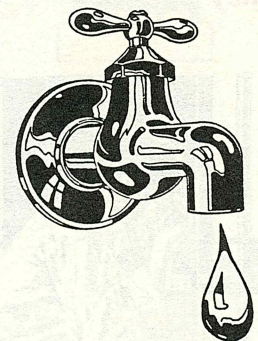
**A high-school diploma must certify competency.** To many employers, graduating from high school doesn't guarantee literacy because too often a diploma is simply a certificate of attendance. Businesses now spend one third of their training budgets on teaching workers skills that they failed to acquire in school, and 75% of college and university faculty think undergraduates are seriously underprepared in terms of basic skills. The result of the school years, a diploma, must mean that the student is prepared for the world of college and work.

**The education of one generation determines the economic success of the next generation.** It's important for students to stay in school, for their parents to support them at home, and for a diploma to have merit. Only then will the sons and daughters of Missourians be prepared for productive adult years in the 21st century.

## *"School Years: Preparing Our Students for the 21st Century"*



## *"We must turn off the spigot on dropouts"*



*"The Adult Years:  
Providing Our Citizens a  
Future With  
Opportunities"*



**THE ADULT YEARS: Providing Our Citizens a Future with Opportunities.**

Missouri should provide opportunities for all our adults, especially those who are underskilled, to improve their literacy skills, life skills, and job skills.

**Businesses need to add school bells to their time clocks.** Functional illiteracy has a potential death grip on the profitability of industry: their bottom line is endangered. Businesses must invest in their human resources by "upskilling" the current workforce and working with schools to prepare the future workforce. They must invest in their human resources the way they have invested in buildings, equipment, inventory, and marketing in the past. Business has no option but to lead because the consequences are too costly: the inability to compete, produce, and earn. Business must help provide answers, not just questions.

**"Creaming" the workforce is no longer an option.** Missouri can no longer rely on just 90 or 95% of the workforce to get the job done. We need to match people with job vacancies. We must shorten the unemployment lines and reduce the welfare rolls. We must insist that every Missourian become a part of our productive society. We need to make it easier for adults to come back to school for retraining and retooling so they can move up the economic ladder.

*"People are imprisoned by illiteracy"*



**People are imprisoned by illiteracy.** This imprisonment comes in many different forms but applies in the most literal sense to the Missouri Department of Corrections. The highest concentration of functional illiterates in Missouri are in our correctional institutions—85% dropped out of school; 42% have skills below the fourth grade level. Unless those in prison increase their skills and abilities, they're likely to return after being released. Missourians who end up in prison are people who have failed everywhere else. To break that cycle of failure, opportunities to increase their economic powers should be extended to those behind bars.

**ENOUGH IS KNOWN FOR ACTION —  
THE STRUCTURE FOR THE SOLUTION IS PRESENT.**

**Missouri has a lot to offer.** There's the heritage of George Washington Carver, Susan Blow, Samuel Clemens and Laura Ingalls Wilder. Our state is the population and transportation center of the country. Missouri has a unique diversity of natural resources; however, the key ingredient to Missouri's future is in fact our only expandable

natural resource—the people of our state. While illiteracy is a national problem, it will only be solved at the state level. There are no handouts being extended from Washington, so we are left to rely on our own sources, our own initiative.

**We know enough to take action.** This report plus a handful of other state and national reports document the problems of illiteracy. This report charts a path for tackling the challenge of illiteracy in Missouri by focusing on three important groups of people: young children, school students, and adults.

**Time is up and many actions and additional financial commitments are needed.** The council proposes a funding formula that ensures our efforts will pay themselves back several fold. The results may not be immediate, but they will be forthcoming. These 30 Action Plans must be initiated before the middle of the next decade. A dozen require a financial commitment in the state budget. Approximately \$50 million added to a state budget of approximately \$8 billion — \$4 billion which is state funds — over the five-year period (fiscal years 1991-1995) is essential. It's also modest, practical, and most importantly, doable.

**The structure for the solution is present: progress requires partnerships.** Almost every single recommendation will require a partnership between four institutions: families, schools, governments, business and labor. Each is essential, none is dominant. Working together, Missouri will have people for jobs. And we can take a confident step into the 21st century.

*Progress requires partnerships between families, schools, governments, and business/labor.*



*Roy Blunt*  
Roy Blunt, Chairman  
Missouri Secretary of State

*Robert E. Bartman*  
Robert Bartman, Vice-Chairman  
Missouri Commissioner of Education

*Ben Sells*  
Ben Sells  
Executive Director

## RESTATEMENT OF RECOMMENDATIONS

The Governor's Advisory Council on Literacy proposes three major Recommendations supported by 30 specific Action Plans. The Recommendations are in three major areas: The Early Years, The School Years, and the Adult Years. These Recommendations are designed to help Missouri meet the challenges of the 1990's and into the 21st Century.

The Recommendations and their respective Action Plans are contained within the text of the report with supporting research and material; however, they are restated here for the benefit of the reader.

### THE EARLY YEARS: Giving Our Children a Running Start

**Missouri should guarantee the opportunity for all of our children to be prepared for their school years**

**Action Plan 1:** Prenatal care, especially for teenage mothers, should be improved and better coordinated by the State Departments of Health, Social Services, and Mental Health.

**Action Plan 2:** The Department of Health in cooperation with the departments of Elementary and Secondary Education, Mental Health, and Social Services should expand the pilot project "First Steps" so that it continues to grow in Missouri.

**Action Plan 3:** By 1995, the State Legislature should provide the funding necessary to make Parents as Teachers available to all families who have young children and who desire to be involved.

**Action Plan 4:** Missouri's congressional delegation and lobbyists should work toward full implementation of Head Start to serve all eligible families by 1995.

**Action Plan 5:** Large businesses and corporations should support employer-involved child-care centers that are affordable and of high quality to alleviate the shortage of child-care facilities.

**Action Plan 6:** State agencies which have responsibility for pre-school child-care services should encourage the use of book and library resources as part of the basic program requirements.

### THE SCHOOL YEARS: Preparing Our Students for the 21st Century

**Missouri should focus on keeping our students in school and ensuring that their education prepares them for their adult years.**

**Action Plan 7:** Because children learn to read by a variety of methods, school districts should explore and support different alternatives for the teaching of reading. Further, districts should provide inservice programs that would enable teachers to determine the materials and means that best foster the development of literacy.

**Action Plan 8:** Schools should assure that all students master essential skills by the third grade.

**Action Plan 9:** The State Board of Education should include as required teacher-education curriculum at all colleges and universities training on how to detect learning disabilities and basic-skills deficiencies, with attention given to detecting the 16 dropout warning signs.

**Action Plan 10:** The Department of Elementary and Secondary Education should implement its strategy (stated in "The Missouri Plan for Literacy Advancement") of revising the school approval process to require districts to implement immediate remedial intervention strategies for at-risk students, with the goal being to reduce the state dropout rate from 25% to 15% by 1995.

**Action Plan 11:** The Department of Elementary and Secondary Education should promote the development of quality child-care facilities in conjunction with, and preferably within the physical facilities of, the school system to enable young mothers who have not graduated from high school to continue their schooling.

**Action Plan 12:** An English as a Second Language component should be made available for the certification of Missouri ESL teachers.

**Action Plan 13:** The Department of Elementary and Secondary Education should establish regional roundtables to foster strong partnerships between businesses and schools.

**Action Plan 14:** Businesses should cooperate with schools by providing money and expertise and should hold schools accountable in ongoing business/school partnerships.

**Action Plan 15:** The State Legislature should promote innovative means to keep students from leaving school before graduation, such as alternative schools, the proposed raising of the driving age to 18 for those who drop out of school, and the increasing and decreasing of AFDC payments to families based on their childrens' school attendance and academic performance.

**Action Plan 16:** School districts should administer a competency test in the 12th grade and award to those students passing the test a special certification on their diploma.

**Action Plan 17:** The Department of Elementary and Secondary Education should mandate in Missouri's schools the dropout definition which states that dropouts are

"persons neither enrolled in school or high school graduates." When a student disenrolls and does not request records within the first 20 days of the following quarter, the school should consider the student a dropout. Also, schools and school districts should collect data on dropout rates from the seventh grade through graduation.

**Action Plan 18:** School districts should report the names, mailing addresses, and telephone numbers to the Literacy Hotline or local Adult Basic Education centers of students who are 16 years of age or older and who drop out of school for any reason other than to attend another school, college, or university or enlist in the armed services.

### **THE ADULT YEARS: Providing Our Citizens a Future with Opportunities.**

**Missouri should provide opportunities for all our adults, especially those who are underskilled, to improve their literacy skills, life skills, and job skills.**

**Action Plan 19:** The Department of Elementary and Secondary Education should develop and implement strategies to provide Adult Basic Education Programs for all areas in Missouri not currently served.

**Action Plan 20:** By 1995, the State Legislature should increase funding five fold and provide greater flexibility in funding for Adult Basic Education to reach 10% of the eligible population and to make classes more available.

**Action Plan 21:** Community colleges and four-year institutions should (1) focus additional resources on programs that meet the needs of adult learners, including the initiation of cooperative projects with industry, and (2) foster life-long learning through increased efforts at attracting adults to continuing-education programs.

**Action Plan 22:** The State Legislature should offer incentives for companies to upgrade existing employee basic skills. This may include tax credits for successful programs.

**Action Plan 23:** Libraries should continue to assist in coordinating literacy training and/or Adult Basic Education programs to provide better recruitment, alternate sites, and reading materials.

**Action Plan 24:** By 1995, the State Legislature should increase funding for libraries to (1) bring per-capita funding in Missouri up to the national average, (2) support the staffing needed to conduct activities in all libraries for pre-school children and to assist adult literacy programs, and (3) provide grant money for library service for those geographic areas not currently served.

**Action Plan 25:** Civic, religious, and professional organizations should make literacy a top priority by encouraging their members to serve as volunteers and by directing their charitable giving to literacy organizations. Secondary schools, colleges, and universities should provide incentives for students to volunteer for tutoring those in need.

**Action Plan 26:** State agencies that provide adults with training in literacy skills, basic skills, and job skills should be housed in the same physical facility at the local or regional level.

**Action Plan 27:** The State Legislature should fully implement Missouri's Learnfare/Welfare-to-Work program, along with the appropriate funding and evaluative procedures.

**Action Plan 28:** By 1995, prison authorities should provide sufficient instruction so that 90% of those inmates categorized as functionally illiterate achieve an eighth-grade level of literacy before they are released from incarceration.

**Action Plan 29:** By the year 2000, capable inmates should be required to earn a High School Equivalency Diploma (GED) before they can be granted parole.

**Action Plan 30:** The Governor should create the Human Resources Development Council, replacing the current state councils related to Adult Basic Education, Vocational Education, Job Opportunities and Basic Skills, the Job Training and Partnership Act, and Employment Security. This one body would advise the Governor on a variety of programs serving Missourians.

### Estimated adult illiteracy by Missouri county.

DESCRIPTION: About 365,000 adult Missourians, nearly 11% of the adult population, are projected to have "illiteracy problems." This table presents estimates by county by providing two figures. The "%" column shows the number of adults in the county who have "illiteracy problems"; the "Rank" column shows how counties compare with one another. A high ranking means a smaller problem; a low ranking means a larger problem.

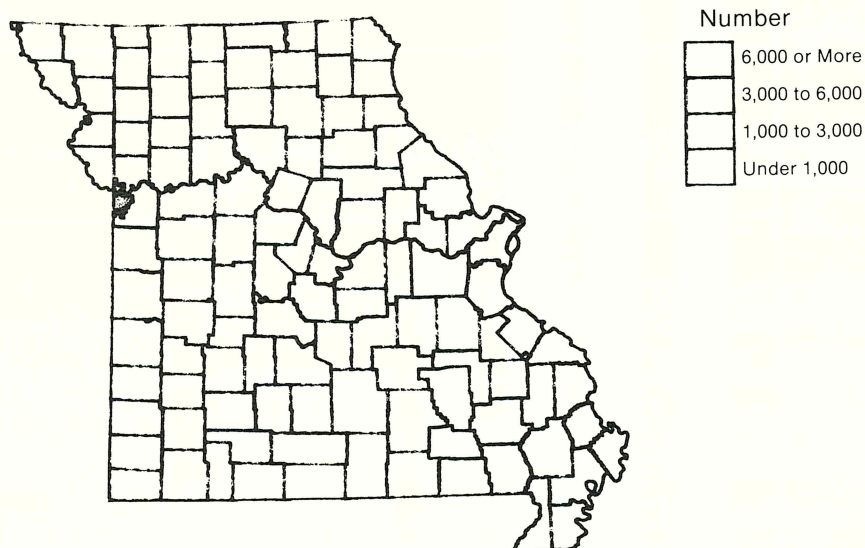
County	%	Rank	County	%	Rank	County	%	Rank
Adair	8.1	108	Harrison	12.4	70	Pettis	11.3	83
Andrew	10.0	100	Henry	12.8	65	Phelps	10.1	99
Atchison	10.1	97	Hickory	14.6	35	Pike	13.2	53
Audrain	11.9	76	Holt	11.3	81	Platte	4.5	116
Barry	12.9	62	Howard	13.0	55	Polk	11.8	78
Barton	12.8	63	Howell	14.3	38	Pulaski	9.1	105
Bates	13.2	51	Iron	15.4	26	Putnam	14.9	29
Benton	15.8	19	Jackson	5.9	114	Ralls	12.0	75
Bollinger	18.0	6	Jasper	10.4	93	Randolph	11.0	89
Boone	4.7	115	Jefferson	10.3	96	Ray	11.1	88
Buchanan	10.4	94	Johnson	6.5	113	Reynolds	16.9	12
Butler	15.4	25	Kansas City	9.6	101	Ripley	18.9	3
Caldwell	12.1	74	Knox	12.8	64	St. Charles	7.4	111
Callaway	10.9	90	Laclede	13.0	58	St. Clair	15.1	28
Camden	11.5	80	Lafayette	11.9	77	St. Francois	13.2	50
Cape Girardeau	9.5	103	Lawrence	12.6	68	St. Louis City	17.6	7
Carroll	12.9	60	Lewis	10.7	92	St. Louis Co.	7.9	109
Carter	16.1	15	Lincoln	13.8	40	Ste. Genevieve	13.3	45
Cass	8.2	107	Linn	12.1	72	Saline	13.3	45
Cedar	14.8	31	Livingston	11.3	82	Schuyler	13.0	56
Chariton	13.4	44	Macon	13.5	42	Scotland	13.3	46
Christian	10.1	98	Madison	17.4	9	Scott	13.9	39
Clark	12.3	71	Maries	16.4	14	Shannon	15.9	18
Clay	9.2	104	Marion	11.2	84	Shelby	12.6	67
Clinton	9.6	102	McDonald	13.2	52	Stoddard	16.1	16
Cole	8.5	106	Mercer	13.2	48	Stone	11.6	79
Cooper	12.1	73	Miller	13.5	41	Sullivan	14.5	36
Crawford	15.3	27	Mississippi	18.1	5	Taney	10.7	91
Dade	13.4	43	Moniteau	13.1	54	Texas	14.6	34
Dallas	14.7	33	Monroe	12.5	69	Vernon	11.2	86
Daviess	13.0	57	Montgomery	14.8	32	Warren	13.2	47
DeKalb	11.2	87	Morgan	14.8	30	Washington	17.5	8
Dent	15.9	17	New Madrid	18.1	4	Wayne	19.3	2
Douglas	15.5	23	Newton	10.3	95	Webster	13.0	59
Dunklin	17.1	11	Nodaway	7.8	110	Worth	12.9	61
Franklin	13.2	49	Oregon	15.8	21	Wright	15.8	20
Gasconade	16.7	13	Osage	15.7	22			
Gentry	12.8	66	Ozark	15.4	24	Missouri	10.9	
Greene	7.4	112	Pemiscot	19.6	1			
Grundy	11.2	85	Perry	17.1	10			

SOURCE: University Extension, University of Missouri Office of Social & Economic Data Analysis, Feb., 1988.

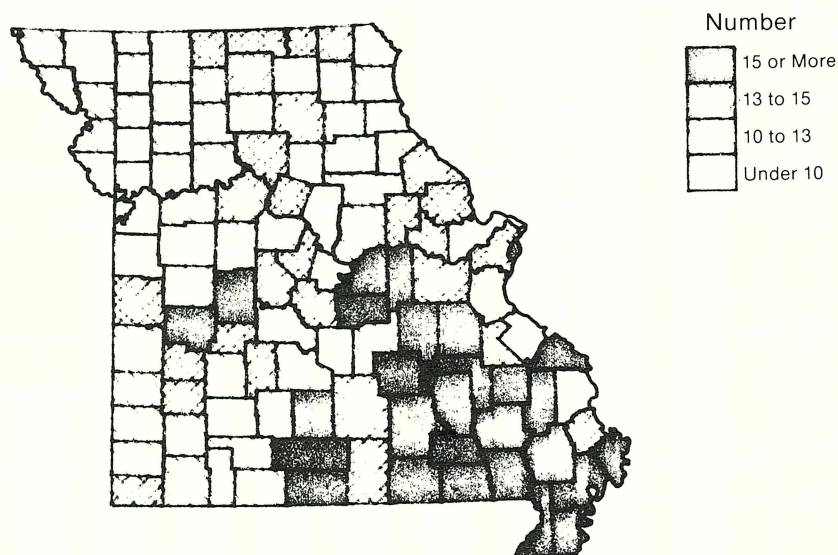
## Estimated adult illiteracy by Missouri — Geographic Representation.

DESCRIPTION: These two maps geographically show the estimated adult illiteracy by county in Missouri.

### Estimated Number of Adults With Basic Literacy Problems



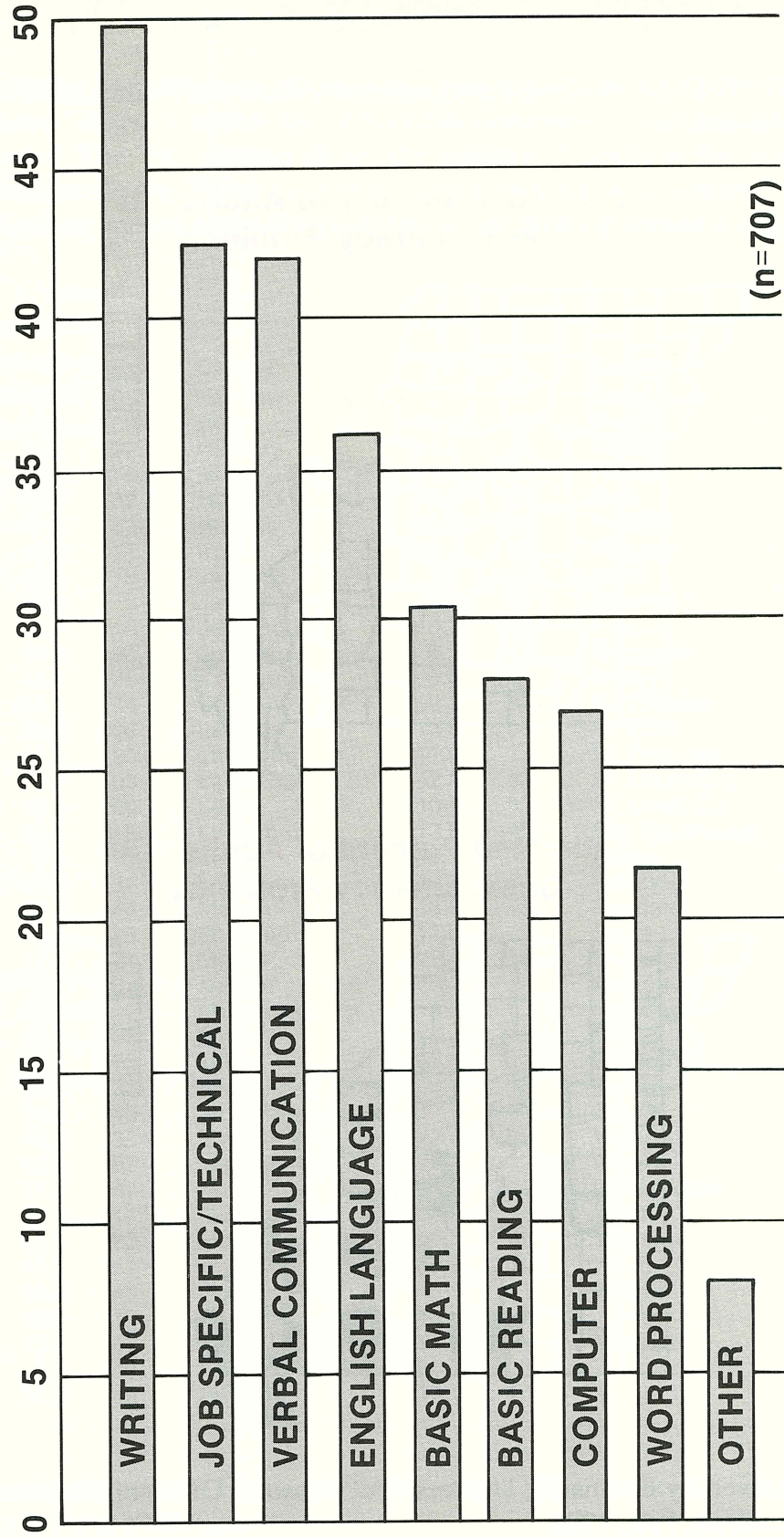
### Estimated Percent of Adults With Basic Literacy Problems



SOURCE: University Extension, University of Missouri Office of Social & Economic Data Analysis, Feb., 1988

## Types of Skill Shortages

DESCRIPTION: This graph shows percent of skills lacking in applicant pool.

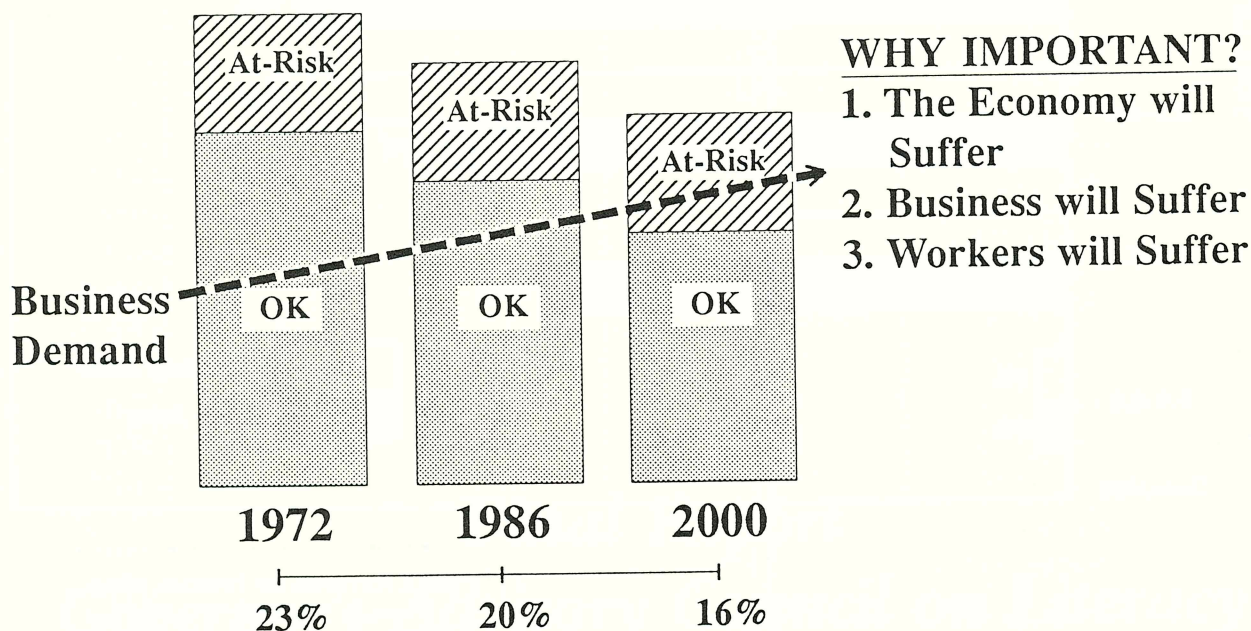


SOURCE: The ASPA Labor Shortage Survey, Martha I. Finney, Personnel Journal, Feb., 1989.

## Business Demand Increases as Youth Population Decreases.

DESCRIPTION: We face demographic trends which show a declining number of youth available to enter the labor pool while the demand for employees grows. Assuming that the nation's economy continues to expand at a moderate rate, business will be forced to dip increasingly into the at risk segment of the entry-level youth employment pool.

### Workforce 2000 (16-24 age group)

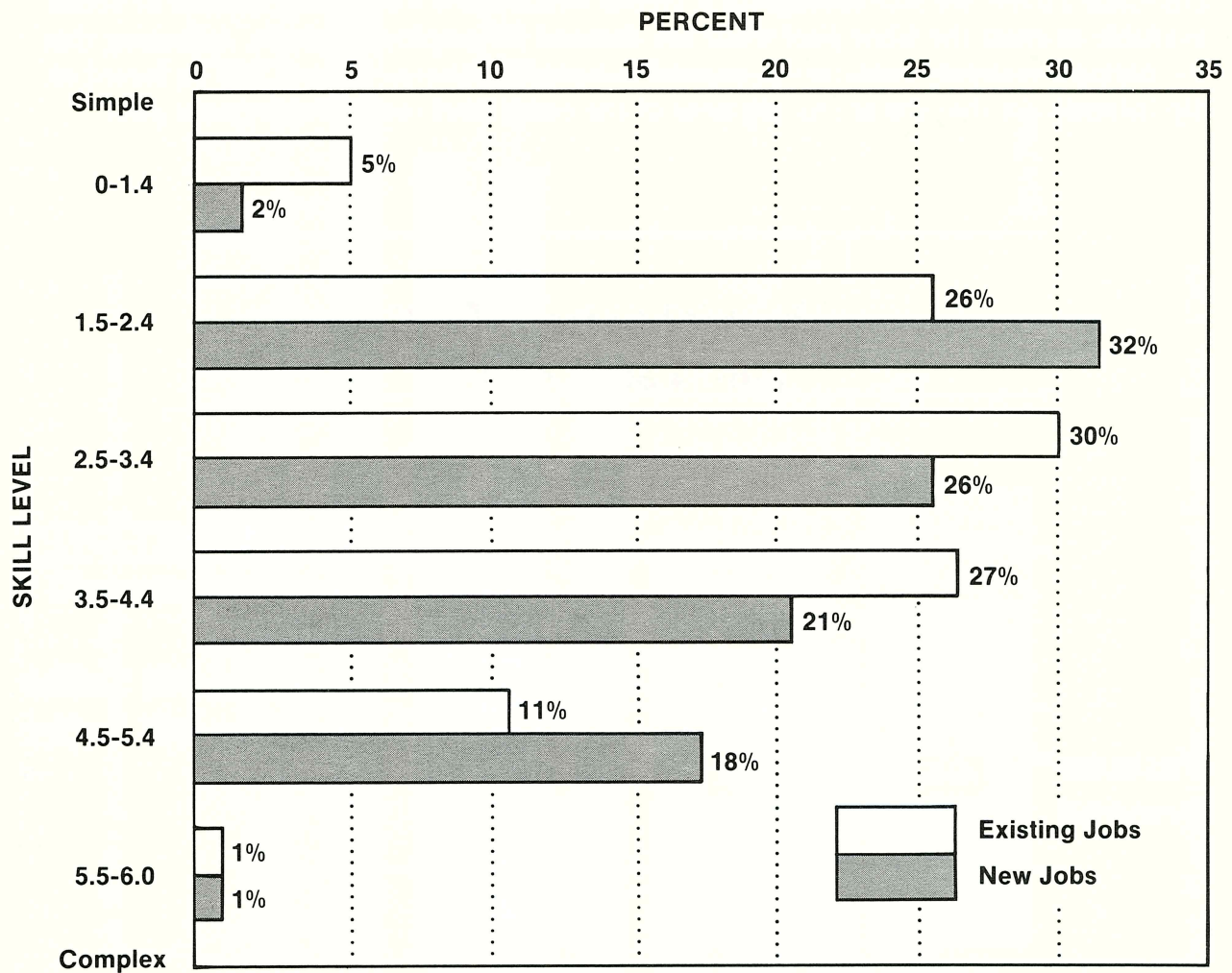


“OK” means employable.

“At Risk” means probably not employable using the definition above.

SOURCE: U.S. Bureau of Statistics, 1986.

## Comparison of Missouri's New and Existing Jobs.



### Skill Level = Grade Level

0-1	Grades 1-3
1.1-2	Grades 4-6
2.1-3	Grades 7-8
3.1-4	Grades 9-12 (high school)
4.1-5	Grades 13-14 (1-2 years college)
5.1-6	Grades 15 and above

### SKILL RATINGS OF TYPICAL JOBS

Natural Scientists	5.7
Lawyers	5.2
Engineers	5.1
Management	4.4
Teachers	4.2
Technicians	4.1
Marketing and Sales	3.4
Construction	3.2
Administrative	2.9
Service Occupants	2.6
Precision Production	2.5
Farmers	2.3
Transport Workers	2.2
Machine Setters	1.8
Hand Workers	1.7
Helpers and Laborers	1.3

SOURCE: Missouri Occupational Information Coordinating Committee

**GOVERNOR'S ADVISORY COUNCIL ON LITERACY**

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